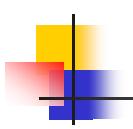


John McCrillis
OSD CAIG
ADoDCAS Williamsburg, Virginia
30 January, 2003



Agenda

- Background
- Methodology
- Results
- Website





CG History

- Ongoing for ten years
 - OSD: Dave McNicol, Gary Bliss, Jerry Pannullo, Mark Daley, and John McCrillis
 - NAVSHIPSO Philadelphia: Bob Ellwood and Chuck Buchinski
 - AT&T: JoOn Yang
- Various presentations to date



So Why Now?

- More systems
 - 142 MS II
- Converted MS Excel to MS Access
 - Transportable to other databases
 - Avoids calculation errors inherent with Excel
 - Charting remains in Excel
- Added PNO, Subcategory's, and Schedule
- Website



What is CG?

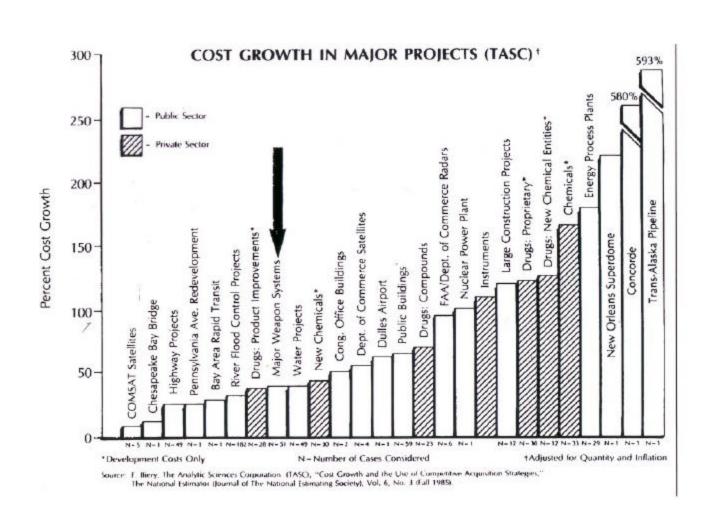
- Difference between today's estimate and a baseline estimate caused by:
 - Poor initial estimate
 - Ill defined program
 - Different program than originally conceived
 - Different procurement quantities
 - Requirement changes
 - Inefficiencies
 - Too many people
 - Too much money
 - Lack of focus
 - Other

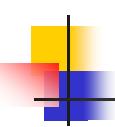


Why Do The Study?

- Is there a problem?
 - If so, where is it?
- What are the primary growth areas?
 - Is there an initiative that can be taken to correct the problem?
- Is there an estimation problem?
- How much of a technical problem is there?
- Can I use the past to predict the future?

DoD vs. the World





CG Definition

- Current estimate/baseline estimate
- For our study
 - Baseline est = total program cost adjusted for inflation at a fixed point in time
 - Current est = total program cost adjusted for inflation and quantity variation



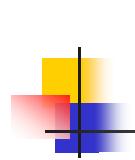
Study Objective

- Identify how much of cost growth is attributable to:
 - Decisions = Discretionary changes to the system relative to the description at Milestone 2
 - Mistakes = Changes not attributable to discretionary changes post Milestone 2

Establish a historical record for comparison

Data Source

- SARs (Selected Acquisition Reports)
 - Contains
 - Descriptions
 - Schedule
 - Official DoD cost estimate
 - RDT&E, Procurement and MilCon
 - No O&M
 - Actuals to date
 - Procurement numbers
 - Incremental changes from previous SAR estimate
 - Variances
 - Prepared annually or quarterly if significant changes



Major Defense Acquisition Programs (MDAPs)

- Eventual RDT&E total > \$365 CY00 or
- Eventual Procurement total > \$2.19B CY00 or
- Designated by Secretary

■ Either Acquisition Category (ACAT) 1D or 1C



Scope

- 286 programs submitted SARs since 1969
- 187 entered into database
- 142 met study criteria
 - Unclassified
 - Milestone 2 captured
 - Three years of data past milestone 2
 - Data complete



System Count

Service	A	F	N	J	Total
Aircraft	6	20	15	1	42
C4ISR	12	5	7		24
Ground	14				14
Missile	10	9	11	4	34
Ship			19		19
Space		8	1		9
Total	42	42	53	5	142

Systems Names (1)

Aircraft		C4ISR
A-10 Thunderbolt	F-16 Falcon	ADDS EPLRS (Enhanced Pst Location Rpt Sys)
A-6E/F Intruder	F-22 ATF	AEGIS MK-7
AH-64 Apache	F-5E Tiger	AFATDS (Adv Field Artilleray Tact Data Sys)
AH-64D Apache Airframe	JTUAV Short Range Hunter	ALQ-165 ASPJ (Jammer)
AH-64D Apache FCR	KC-135R Stratotanker	ALQ-212(V) ATIRCM/CMWS
AV-8B Harrier	LANTIRN (Low Alt Nav & Targeting Sys)	ARC-210 SINCGARS Radio
AV-8B Harrier Remanufacture	LGM-30 Minuteman III GRP	ATCCS ASAS BIk II/III
B-1B Lancer	LGM-30 Minuteman III PRP	ATCCS CSSCS
C-130J Hercules	MH-60R Strikehawk	ATCCS FAAD C2I
C-17A Globemaster	RPV Aquila	CEC (Coop Engagment Capability)
C-5B Galaxy	SH-60B LAMPS Mk III	E-3 Sentry AWACS RSIP
CH-47 Chinook	SH-60F CV Helo	FPS-118 OTH-B (Over Horizon Backscatter Radar)
CH-53 Super Stallion & MH-53 Sea Dragon	T-45 Goshawk Training System	JSTARS GSM
CSRL (Rotary Launcher)	T-46A Eaglet Trainer	JSTARS USAF
E-2C Hawkeye AEW	T-6A JPATS (Jt Prmy AC Training Sys)	JTIDS (Tact Info Dist Sys)
E-3A Sentry AWACS	TRN-45 MMLS Ground Components	JTIDS DTDMA USN
E-4 AABNCP NEACP	UH-60A Blackhawk	MIDS LVT (Low Vol Terminal)
E-6A TACAMO	V-22 Osprey USN	MSE (Mobile Subscriber Equipment)
EA-6B Prowler ICAP		NAS (National Airspace System)
EF-111A TJS		SMART-T (Secure Mobile Terminal)
F/A-18 E/F Super Hornet		SQR-19 TACTAS
F/A-18 Hornet		SYQ-23 JSIPS (Jt Ser Imagery Proc Sys)
F-14D Tomcat		TTC-39 Nodal Comm Switch
F-15 Eagle		USQ-84(V) SOTAS (Target Acquistion Sys)

Systems Names (2)

Missile		Ground Combat	
AGM-114 Hellfire	Navy Area TBMD	ATACMS Blk I (APAM)	
AGM-114K Hellfire Longbow	RGM-109 Tomahawk BIP (Baseline Imp Prgm)	ATACMS BIk II/IIA	
AGM-131A SRAM II (Short Range Msl)	RGM-109 Tomahawk MMM (Multi Mission Msl)	Crusader Field Artillery Sys	
AGM-65D Maverick IR	RIM-67 Standard Missile II	DIVAD (SGT York)	
AGM-84A Harpoon	SADARM 155mm Projectile	FAADS LOS-F-H ADATS	
AGM-86B ALCM	SADARM Rocket	FAADS LOS-R Avenger	
AGM-88 HARM USAF		FMTV (Family Med Tact Vehicles)	
AGM-88 HARM USN	Ship	M1 Abrams Tank	
AIM-120 AMRAAM	CG 47 Aegis Cruiser	M198 155MM Howitzer	
AIM-54C Phoenix Missile	CVN-71 Roosevelt	M1A2 Abrams Tank Upgrade	
AIM-7M Sparrow (USAF)	CVN-72/73 Lincoln & Washington	M2/M3 Bradley FVS	
AIM-7M Sparrow (USN)	CVN-74/75 Stennis & Truman	M2/M3 Bradley FVS Upgrade	
AIM-9L Sidewinder	CVN-76 Reagan	M26 MLRS (Mult Launch Rocket Sys)	
AIM-9L Sidewinder (USN)	CVN-77	PLS FHTV (Palletized Load System)	
AIM-9M Sidewinder	DDG-51 Burke		
AIM-9X Sidewinder	FFG-7	Space	
ATACMS P3I (BAT)	LCAC (Landing Craft Air Cushion)	DSCS-III (Def Sat Comm Sys)	
BGM-109G Tomahawk GLCM	LHD 1 Amphibious Assault Ship	GBS (Global Broadcast Service)	
BLU-108 JSOW AIWS	LPD 17 Amphibious Transport Dock Ship	GPS NAVSTAR	
BLU-108 JSOW Unitary	LSD 41 Whidbey Island	IUS (Inertial Upper Stage)	
CBU-97B SFW (Sensor Fuzed Weapon)	LSD 41 Whidbey Island Cargo Variant	LGM-118A Peacekeeper	
FGM-148A Javeline AAWS-M	NATO PHM Pegasus Class	LGM-118A Peacekeeper Rail Garrison	
FIM-92 Stinger Missile	SSN 688 Los Angeles	SBIRS (Space Based IR Sensor) High	
JDAM (Jt Direct Attack Munition)	SSN 774 Virginia Class New Attack Sub	Titan IV ELV (Expend Launch Veh)	
M47 Dragon Guided Missile	T-AKR 295 Strategic Sealift	UGM-133A Trident II Missile	
M712 CLGP (Cannon Launched) Copperhead	T-AO 187 Oiler		
MIM-104 Patriot Guided Missile System	Trident II Submarine		
MIM-104 Patriot PAC-3 (Pat Adv Capablity)			



System Categories

- Difficult to identify
- Procurement usually dominates expenditures
 - Categorized based on majority of dollars
 - Not always consistent
 - Some development \$ had little to do with procurement \$
 - Refinements, redistricting possible
 - Need statistically representative number of systems in each
- What will Future Combat System (FCS) be?



SAR Limitations

- Changes in SAR preparation guidelines
- Errors in math or facts
- Cost sharing in joint programs may be reported in multiple SARs if at all
- Variance categories not always consistent
- Accuracy of programs total cost estimate
- Rebaselining

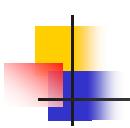
Is there something better?





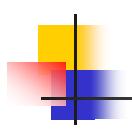
Methodology

- Data collected by NAVSHIPSO and stored in db
 - RDT&E, Proc, & MilCon total estimates by year
 - Only using RDT&E and Proc, too many issues with MilCon
 - Incremental variance data
 - Categorize as a mistakes or decision
 - Verify variances total yearly difference in total estimate
 - Identify as quantity related variance
 - Quantity data
 - Actual procurement \$ and quantities to date
 - Schedule data
 - Miscellaneous data like notes and bookkeeping



Mistake Subcategories

- MCEP: Cost estimating production changes
- MCEDE: Cost estimating development engineering
- MILS: ILS spares and support changes
- MSSMF: Schedule changes, and acquisition strategy changes, and management initiatives
- MOTHER: Other discretionary changes



Decision Subcategories

- DRCV: Requirements, configuration, and variant changes
- DSMMI: Schedule, multiyear, and management initiatives
- DILS: ILS changes and spares and support
- DEPF: External program factors (Congress, FMS)
- DOTHER: Other changes not attributable to discretionary changes



Variance Examples

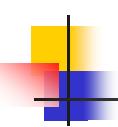
Mistakes

- Estimate (MCEP): Increase in flyaway cost due to underestimation of manufacturing hours
- Engineering (MCEDE): Additional costs for EMD targets, lethality, and OT&E
- Support (MILS): Underestimation of initial spares
- Schedule (MSSMF): Delay in start of production

Decisions

- Requirements (DRCV): Costs associated with incorporating next generation missile series improvements
- Schedule (DSMMI): Across-the-board budget cut forces slower production rate
- Support (DILS): Revised requirements for training devices and spares





Calculations Overview

- Convert all cost data to base year 2000
 - RDT&E, Proc, and MilCon averages for all services
- Normalize current cost estimate to the baseline quantity
 - Apply a learning curve to all variances that are quantity related
 - Ignore all non-quantity related variances
- Add adjusted variances to generate a normalized current estimate

 Results are cost growth factors as of the latest SAR, not time phased

Learning Curve

Calculate yearly unit cost from actual \$ proc/# units

Learning_slope = 2^m where:

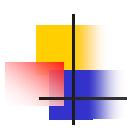
```
m = [Duration*sum(x(FY)*y(FY))-sum(x(FY))*sum(y(FY))]/
[Duration*sum(x(FY)^2)-(sum(x(FY)))^2]
```

Sums are from base to current year

Duration = Current_year - Base_year

 $X(FY) = log(total_\#_units_to_date)$

 $Y(FY) = log(unit_cost_to_date)$



Slope Adjustments

- Adjust slope if > 1 or < 0.6
 - A nominal value is .85
 - Program may not have procured anything
 - If the unit cost grows with time (> 1), using a value < 1 like 0.9 will result in more cost growth

Quantity Normalization

- Is the variance quantity related?
- If it is quantity related, is the variance applicable to all quantities?
- If both are true, apply the following correction:

• Adjusted_Var =
$$Var^*[(Q_0 + Q_{rdte})^*(b+1) - qty^*(b+1)]/$$

$$[(Q_c + Q_{rdte})^{\wedge}(b+1) - Q_{rdte}^{\wedge}(b+1)]$$

- where
 - \mathbf{Q}_0 = Procurement quantity total for the baseline year
 - $Q_{rdte} = RDT\&E$ quantity
 - \mathbf{Q}_{c} = Procurement quantity total current year
 - $b = \log(m)/\log(2) + 1$
 - m = learning curve slope



Baseline Year

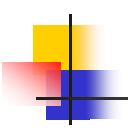
- Use MS 2 estimate as baseline
 - Difficult to identify if not explicit
 - Contract dates or other knowledge
 - Development contract award date
 - Judgment necessary
- Cost growth can be very sensitive to base year
 - Changing base year can have dramatic changes on some programs
 - Stable programs don't show much sensitivity

Milestone Definitions

- 1 = proceed with demonstration and validation
- 2 = proceed with engineering, manufacturing, and development (EMD)
- 3 = proceed with production
- A = proceed with concept and technology development
- \blacksquare B = 2
- C = proceed with production and development
- Contract award dates replace MS review date if not identified
- Future will include MS 1 & 3

Outputs

- CG is a function of
 - Service(A,F,N,J)
 - Commodity(Aircraft, C4ISR, Ground, Missile, Ship, Space)
 - Aircraft(Large(5), Helicopter(9), UAV(2), System(6), Trainer(3), Electronic(6), Tactical(11))
 - C4ISR(Sensor(10), Command & Control(8), Communication(6))
 - Ground Combat(Ordnance Delivery Sys(7), Tank,(5) Transport(2))
 - Missile(ATA(8), Cruise(4), ATG(7), Projectile(4), STS(5), STA(4), Man Portable(2))
 - Ship(Carrier(6), Combatant(3), Submarine(3), Support(7))
 - Space(Ballistic(3), Rocket(2), Satellite(4))
 - Funding(RDT&E & Proc)
 - Variance category(Mistake(5), Decision(5))
 - Calendar Year
 - Milestone
- Arithmetic and dollar weighted averages

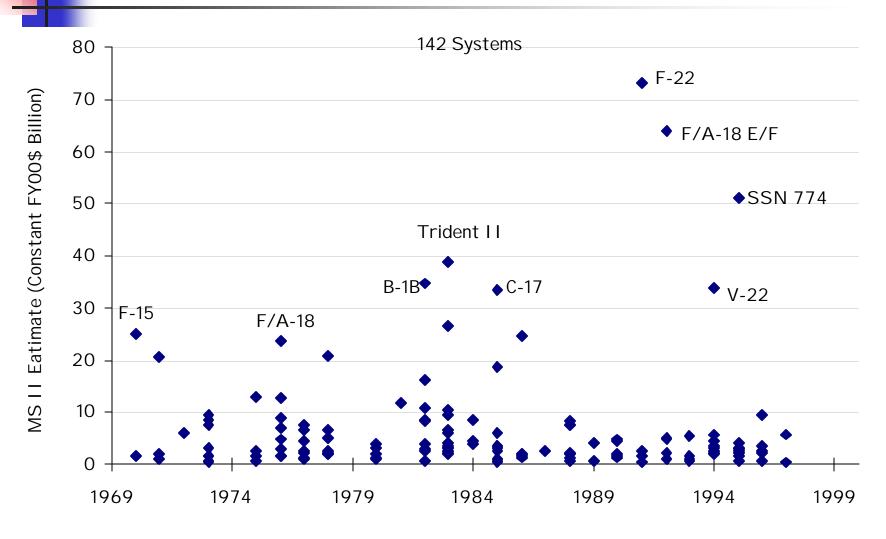


Methodology Conclusions

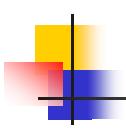
- Production rate changes may be considered in future studies
 - Not explicitly captured in current calculations



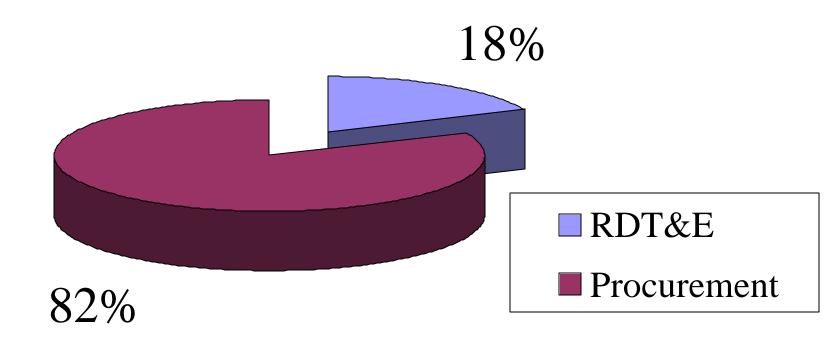


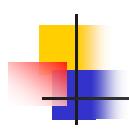


Fiscal Year of Milestone II



Division of Resources



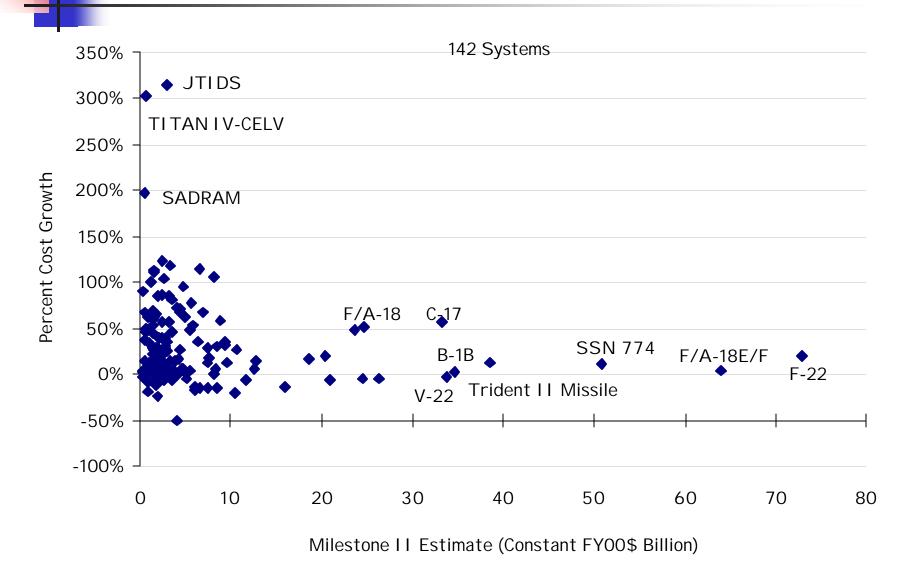


Statistics

	RDT&E	Proc	Total
Minimum	-64%	-54%	-51%
Maximum	471%	327%	315%
Average	45%	29%	32%
Median	27%	13%	18%
Standard Deviation	71%	50%	50%
Dollar Weighted Average	17%	11%	12%
Number Systems	137	138	142

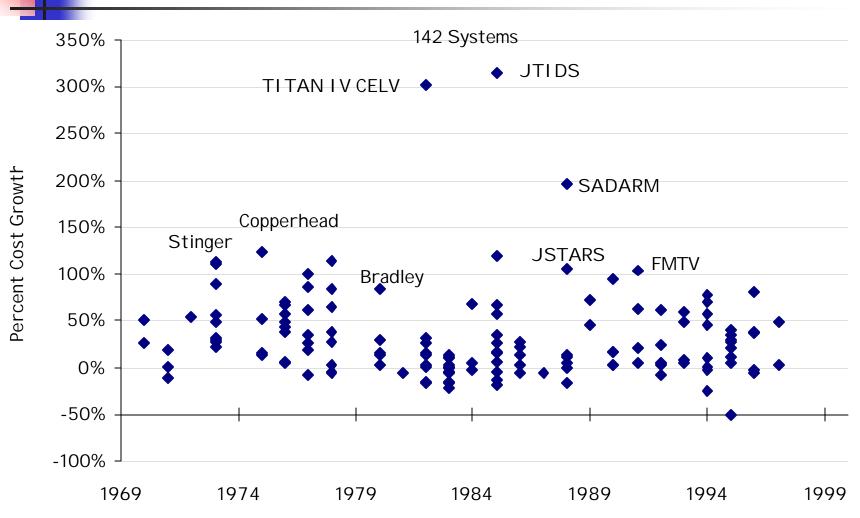
Total CG by Program Size

Do the services budget to cost for large systems and cost to budget for smaller ones?



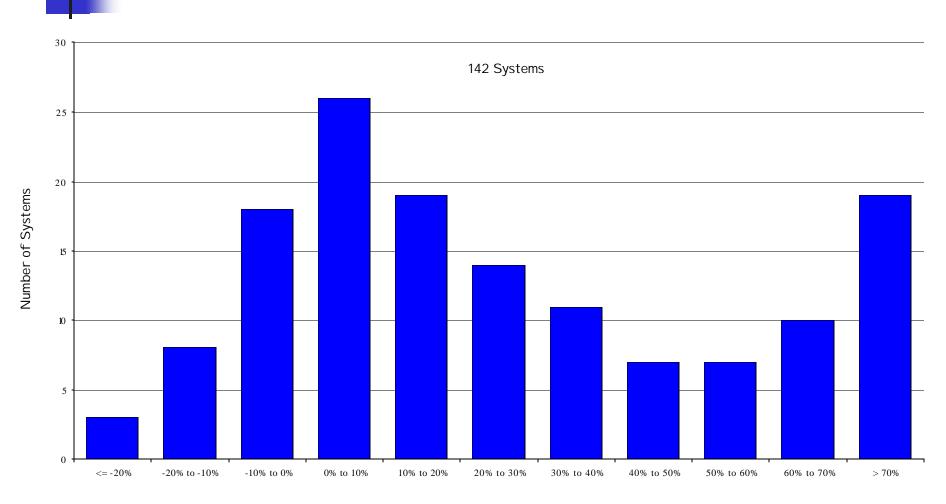
Total CG by Fiscal Year

Are we getting any better?



Fiscal Year of Milestone II

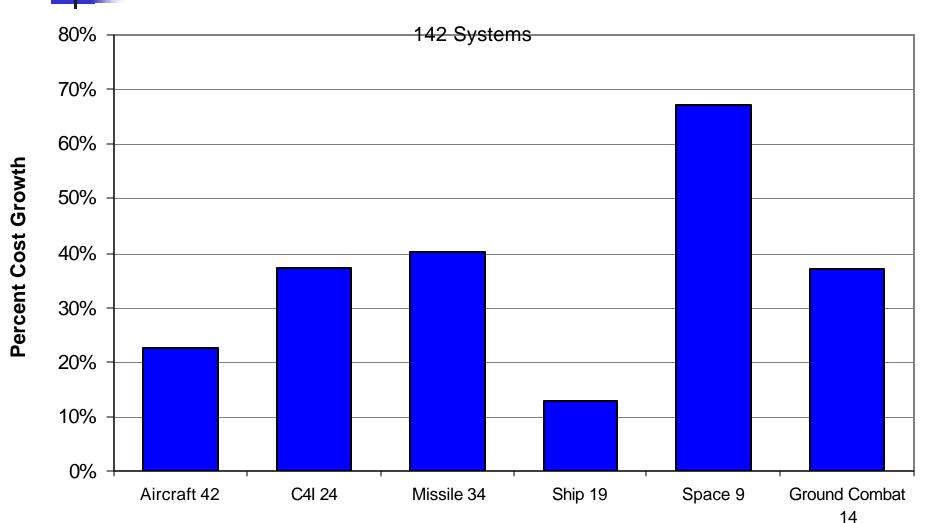






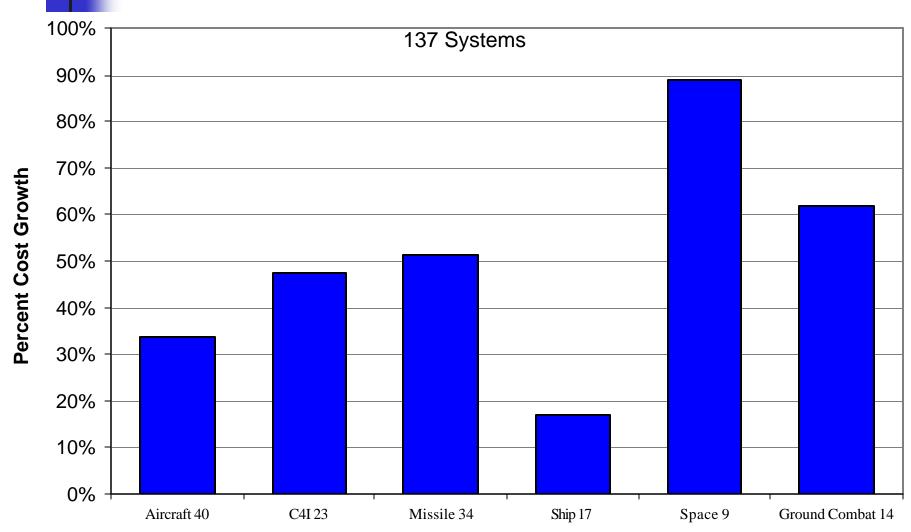


Total CG by Commodity

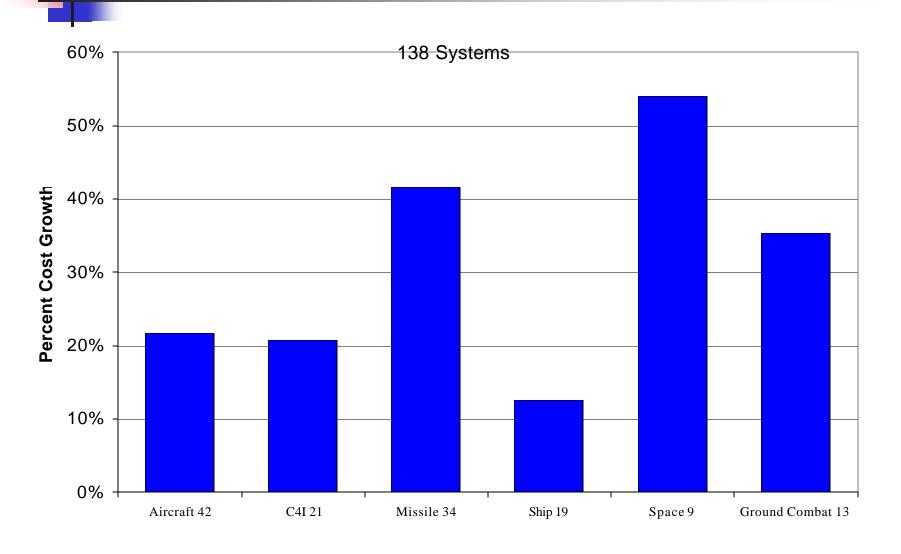




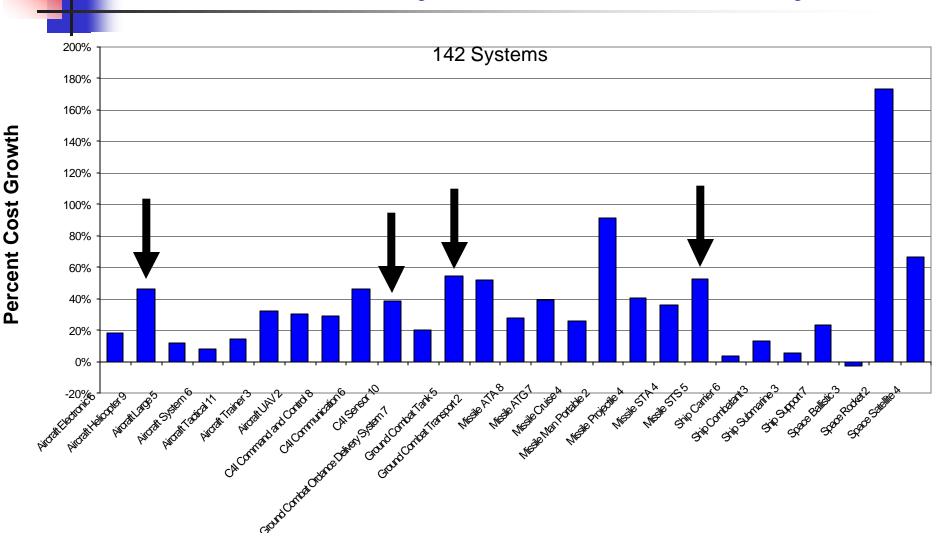
RDT&E CG by Commodity



Procurement CG by Commodity

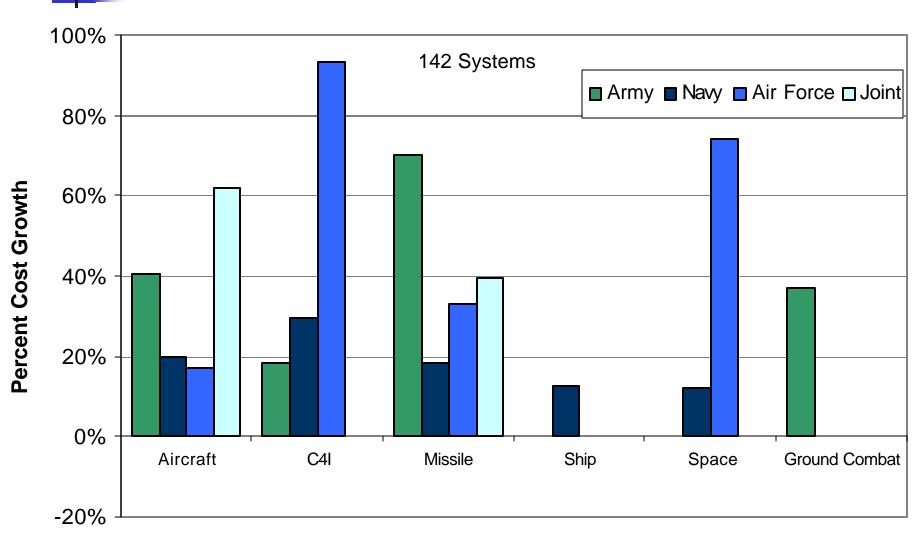


Total CG by Subcommodity





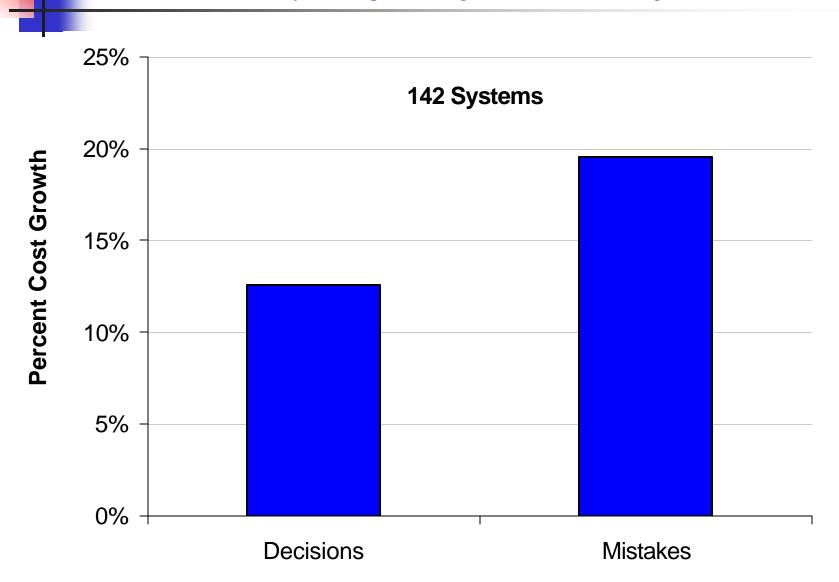
Total CG by Service





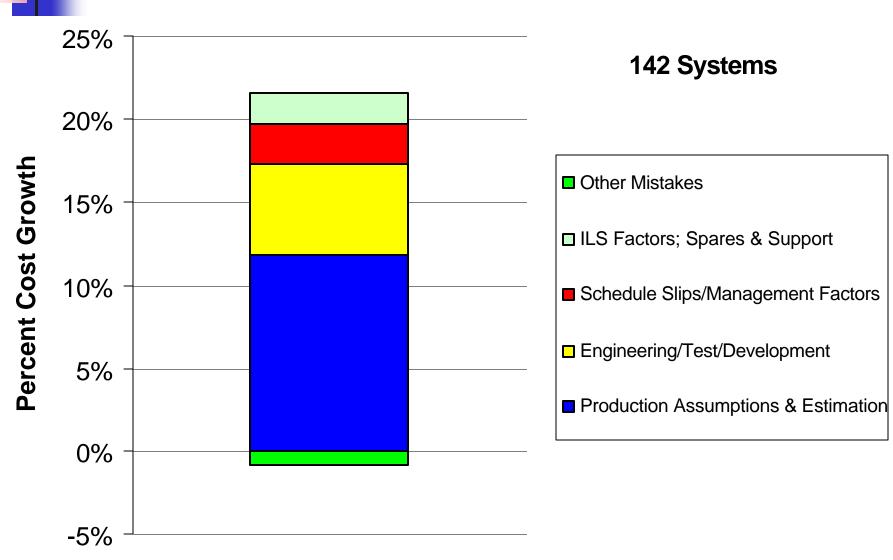
Total CG by Mistakes and Decisions

Nearly half of perceived growth is content change



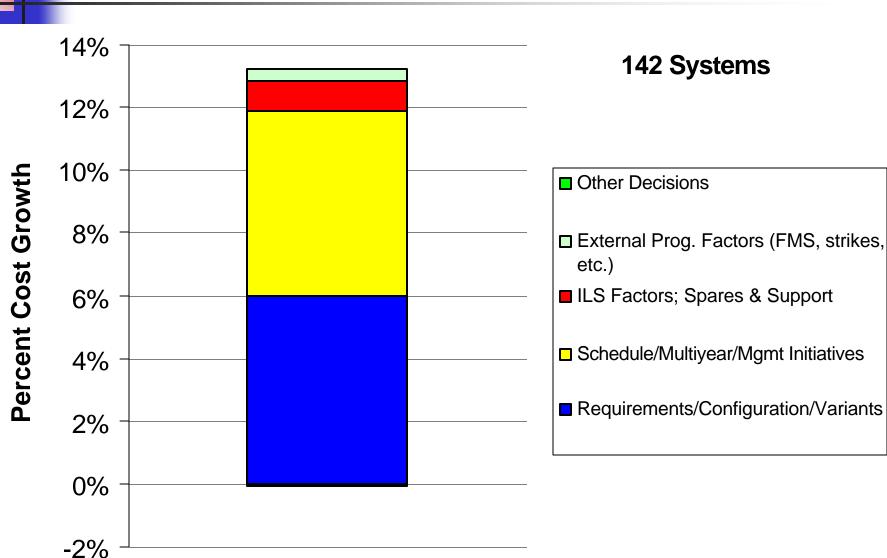


Total CG Mistakes



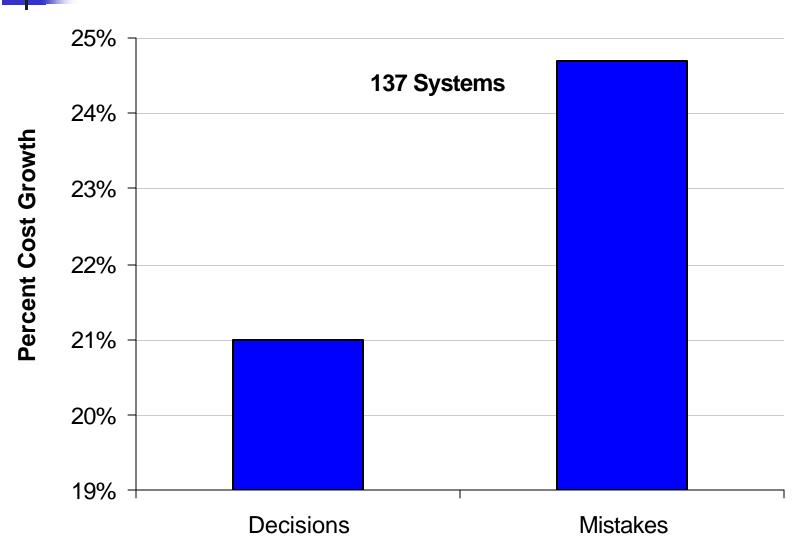


Total CG Decisions



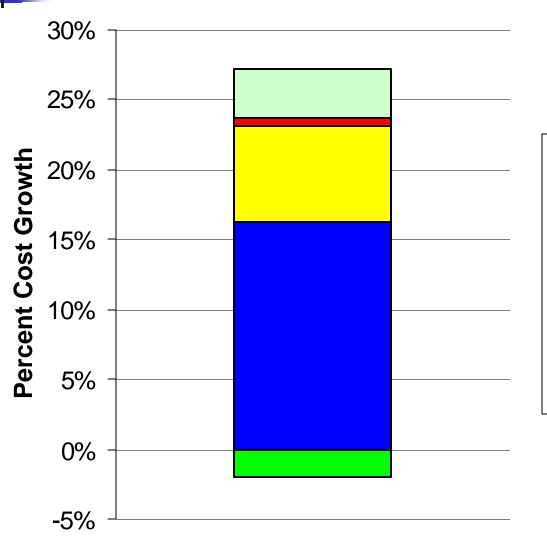


RDT&E Mistakes & Decisions



RDT&E Decision

Requirements are the driver



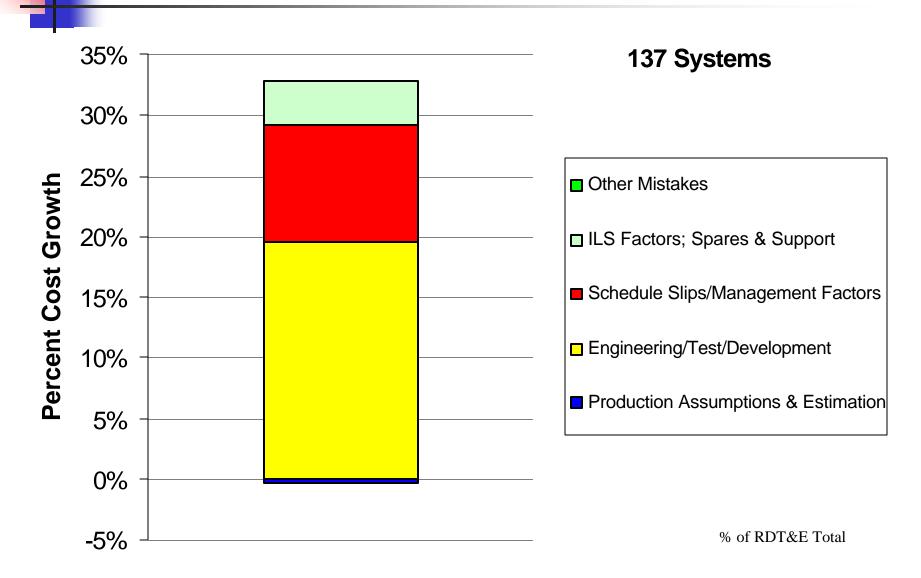
131 Systems

- Other Decisions
- ☐ ILS Factors; Spares & Support
- External Prog. Factors (FMS, strikes, etc.)
- ☐ Schedule/Multiyear/Mgmt Initiatives
- Requirements/Configuration/Variants

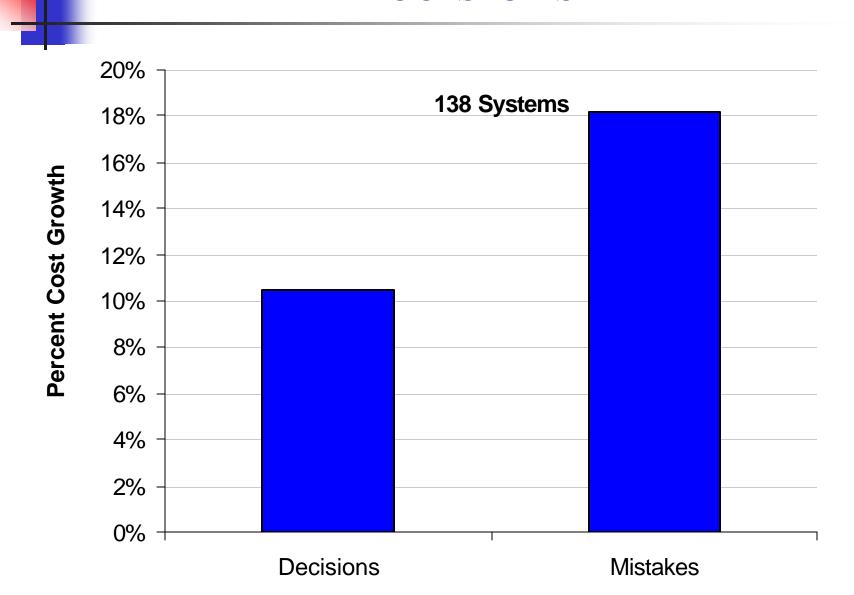
% of RDT&E Total

RDT&E Mistakes

Under estimating engineering effort is major source of error



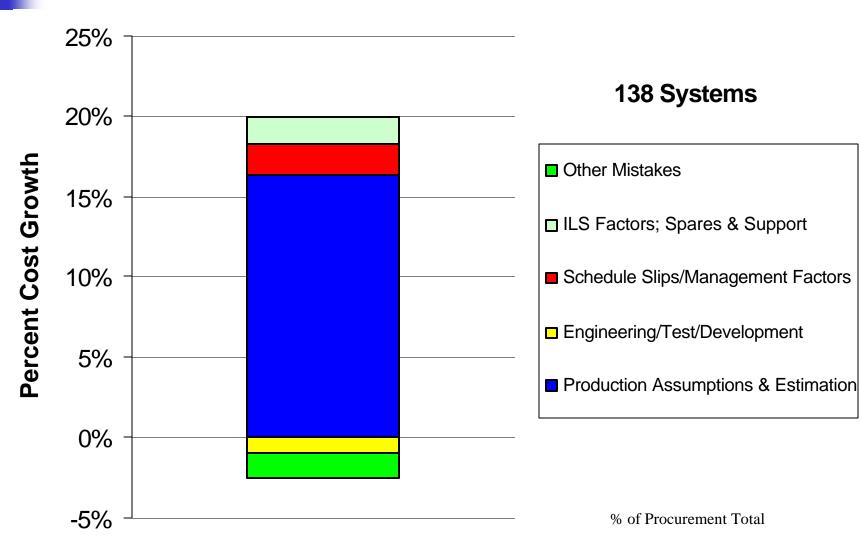
Procurement Mistakes & Decisions





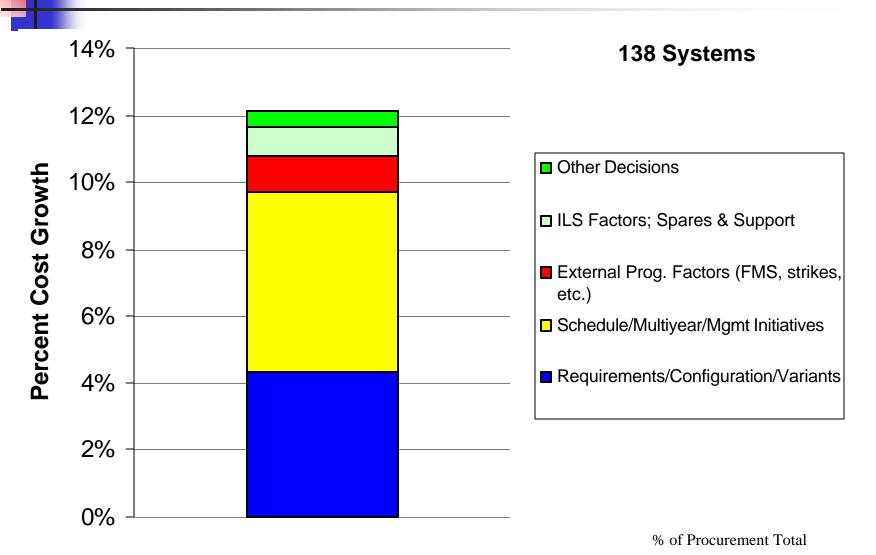
Procurement Mistakes

Major source of error is too optimistic learning curve for production assumptions

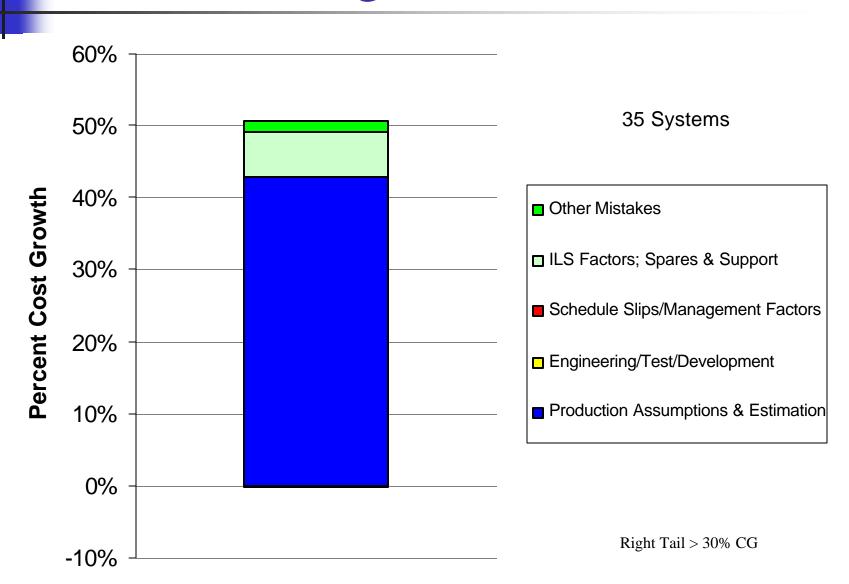


Procurement Decisions

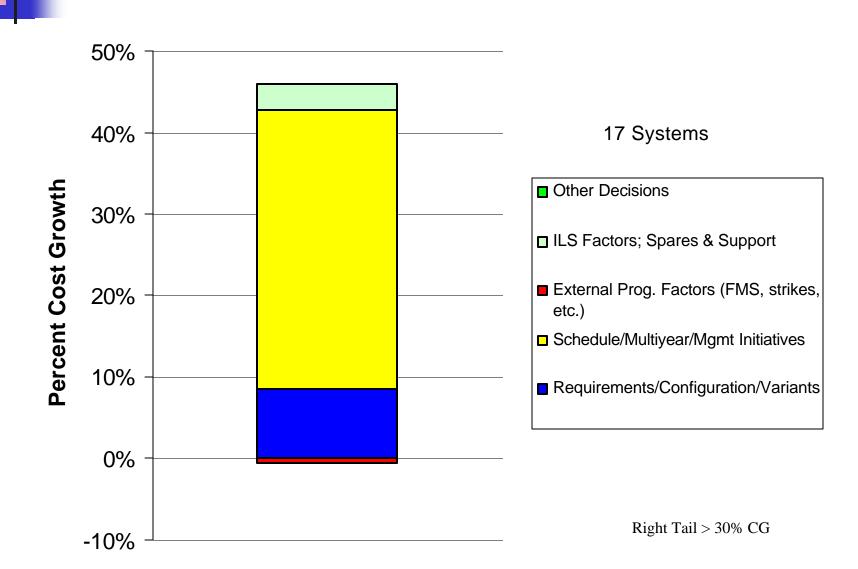
Schedule and requirements changes cost



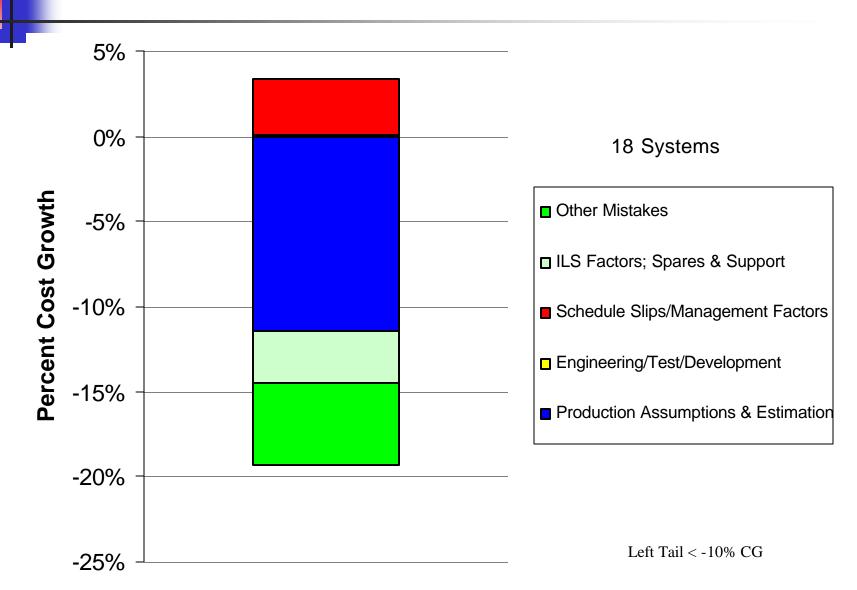
Procurement Mistakes Right Tail



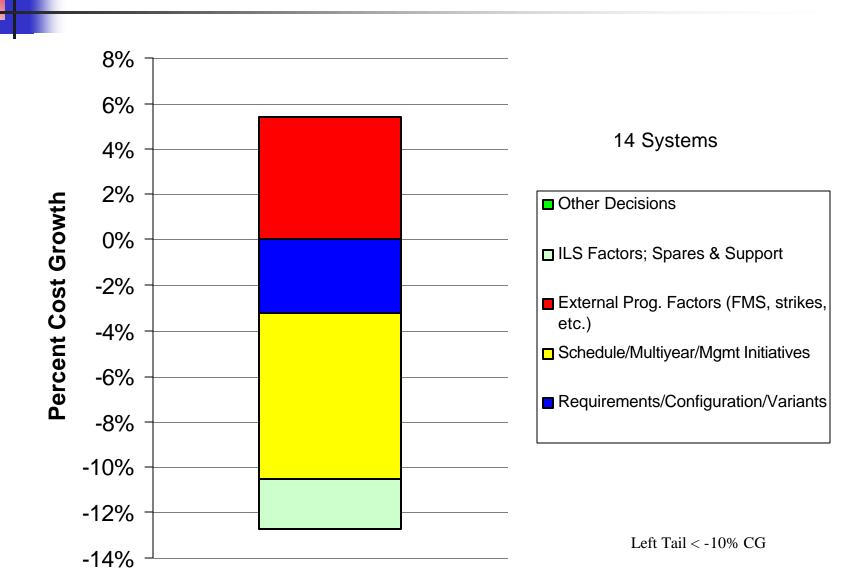
Procurement Decisions Right Tail



Procurement Mistakes Left Tail



Procurement Decisions Left Tail

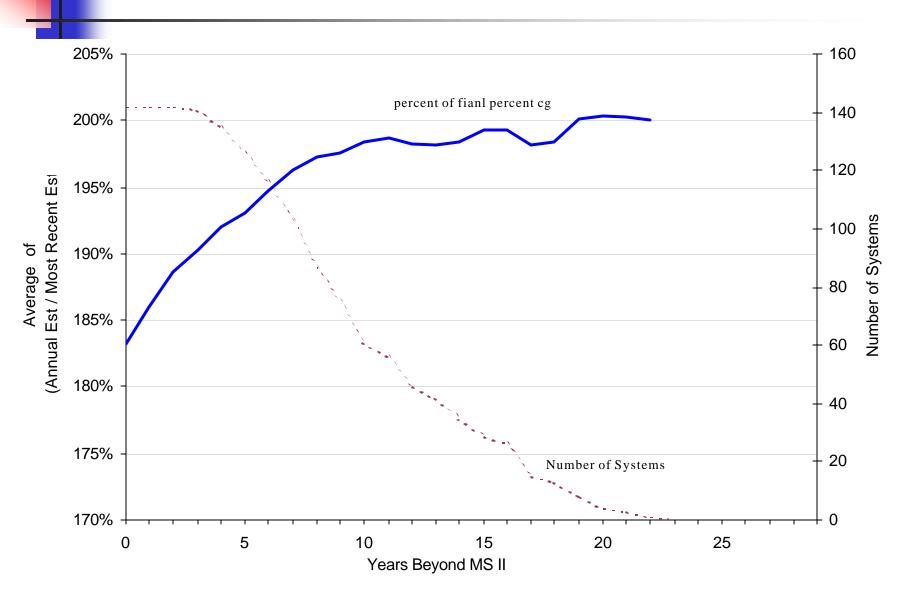


Mistakes/Decisions Summary

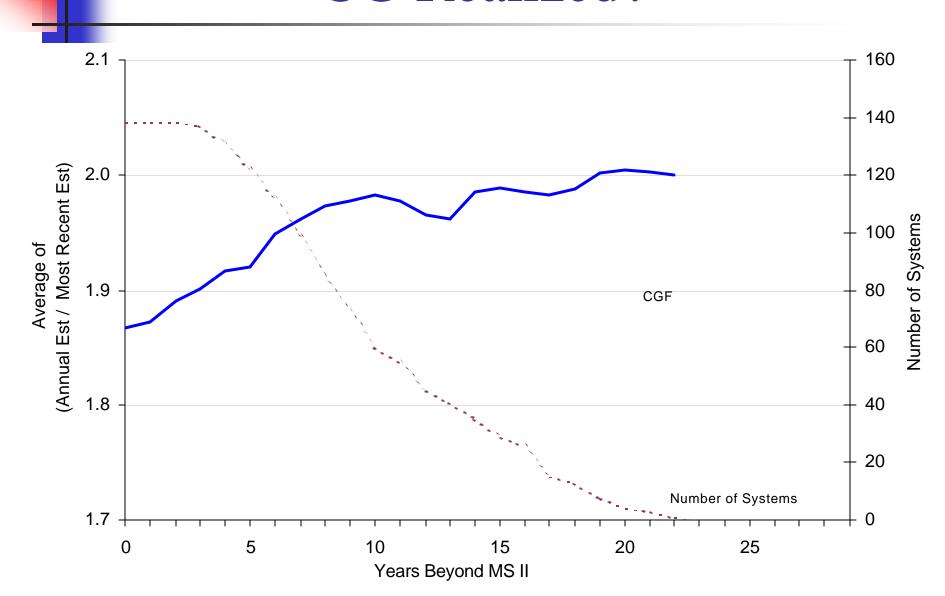
	A TO 1 CC 220/									
	Average Total CG = 32%									
	Mistakes = 20%				Decisions = 13%					
	MCEP	MCEDE	MILS	MSSMF	MOTHER	DRCV	DSMMI	DILS	DEPF	DOTHER
All	12%	6%	2%	2%	-1%	6%	6%	1%	-	-
R. Tail	42%	15%	7%	2%	2%	19%	41%	3%	-	-
L. Tail	-18%	-	-	3%	-6%	-2%	-13%	-2%	-	-
	Average RDT&E CG = 45%									
	Mistakes = 25%				Decisions = 21%					
	MCEP	MCEDE	MILS	MSSMF	MOTHER	DRCV	DSMMI	DILS	DEPF	DOTHER
All	-	20%	4%	10%	-	16%	7%	3%	1%	-2%
R. Tail	_	16%	1%	4%	1%	9%	11%	1%	1%	-
L. Tail	_	-2%	-	-	1%	-2%	-6%	-	-	-
	RDT&E a	ccounts fo	r 18% of tl	ne total res	ources					
	Average Procurement CG = 29%									
	Mistakes = 18%				Decisions = 10%					
	MCEP	MCEDE	MILS	MSSMF	MOTHER	DRCV	DSMMI	DILS	DEPF	DOTHER
All	16%	-1%	2%	2%	-2%	4%	5%	1%	1%	-
R. Tail	43%	-	6%	-	1%	9%	34%	3%	-	-
L. Tail	-11%	-	3%	3%	-5%	-3%	-7%	-2%	5%	-



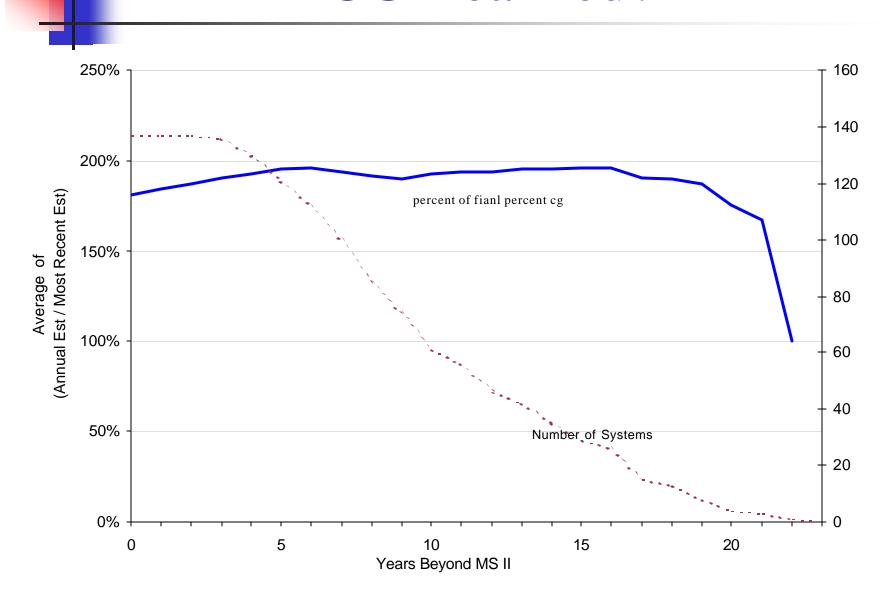
When Is Total CG Realized?



When is Procurement CG Realized?



When is RDT&E CG Realized?







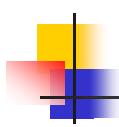
Results Conclusions

- Cost growth appears to have a correlation with commodity
- Cost estimating assumptions account for majority of mistakes cost growth
 - Poor definition, poor estimates, nose under the tent pressures, unrealistic optimism
- Under estimating engineering effort is major source of RDT&E growth
- Nearly half of perceived cost growth is content change (i.e. decisions)
- Procurement CG is primarily due to optimistic learning curves
- Majority of systems do not have significant growth
- Higher cost systems appear to have less growth

Causes

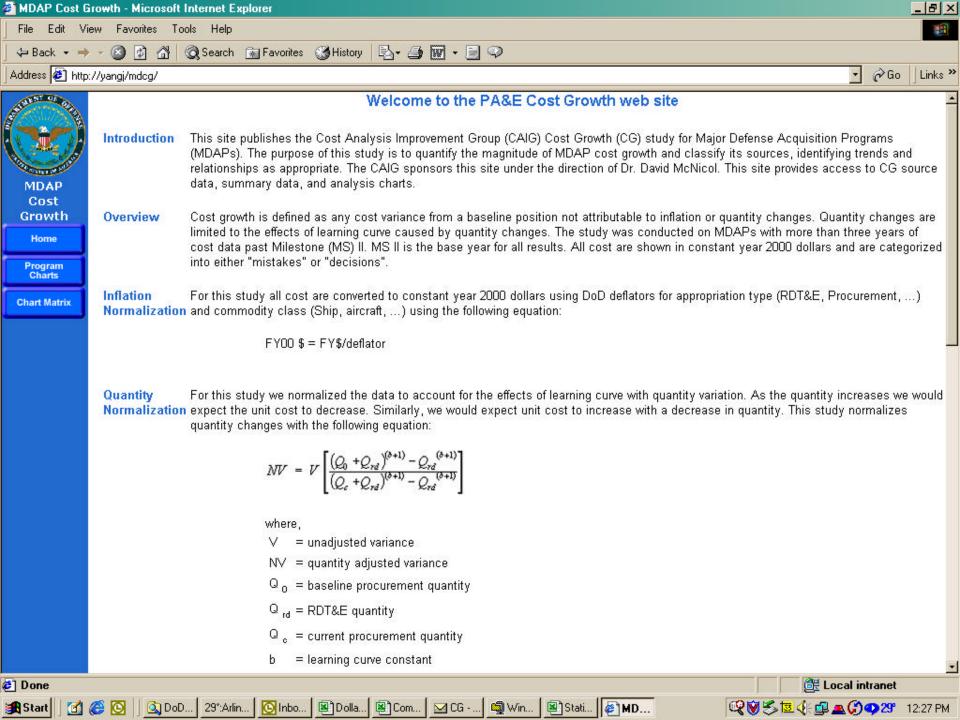
- Poor cost data
- Poor techniques or wrong metrics
- Technical assumptions
- Camel's nose under the tent (budget strategy)
- Contractor churn (profit)
- Wants vs. needs (requirements)
- Cost to budget
- Weak management (can't say no)
- Schedule changes
- Unnecessary products, rabbit trails

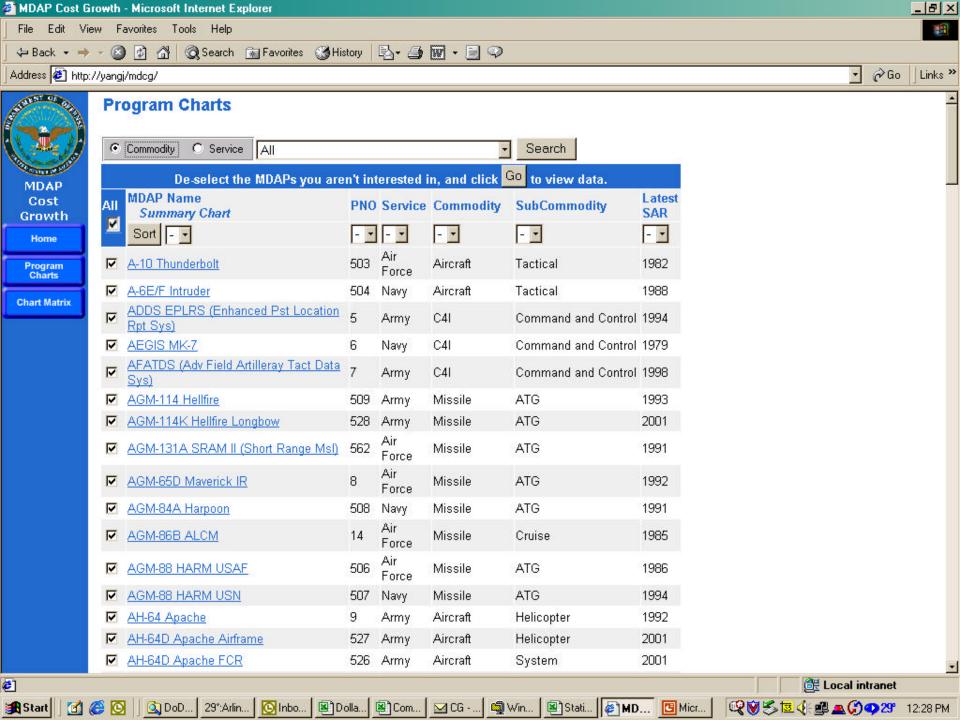




Website

- View and download raw SAR data and adjusted SAR variances
- View and download summary charts
- Create, view, and download charts of user selected programs
- Password protected
 - User account required
- Not yet available, pending policy approval





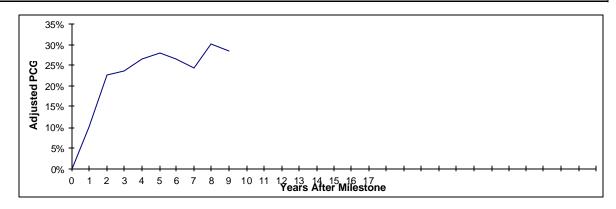
System	A-10 Thunderbolt
Most Recent SAR Year	1982
Baseline Year	1973

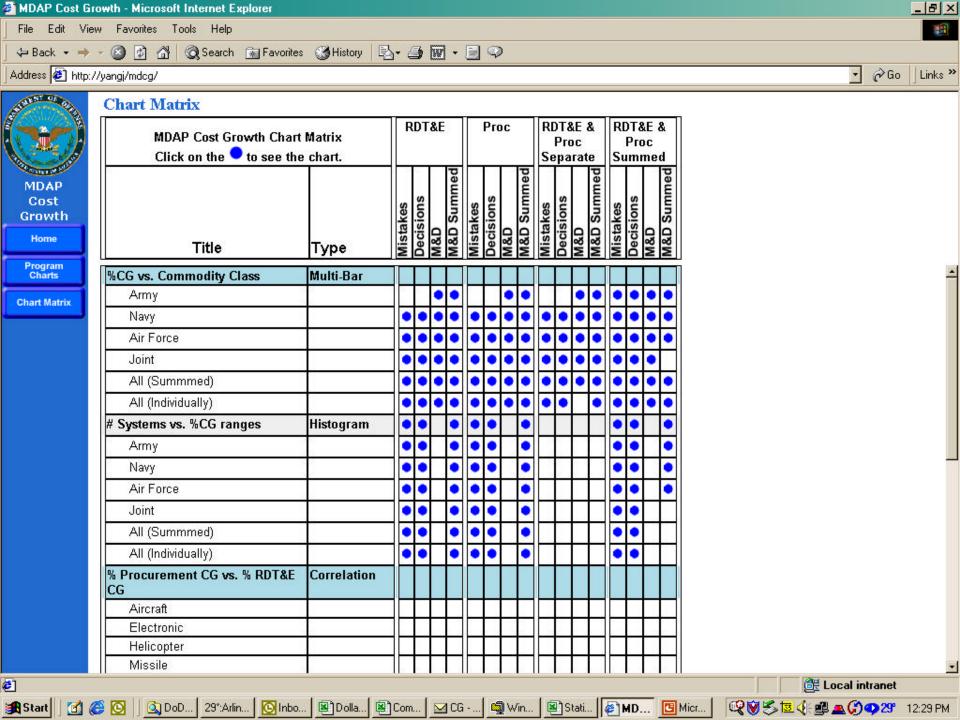
Current Estimate	9,813.3
Current Est. Qty. Adusted to Baseline	9,507.9
Baseline Estimate	7,405.2
Adjusted Total Variance	2,102.7
Adjusted Percent Cost Growth (PCG)	28.4%

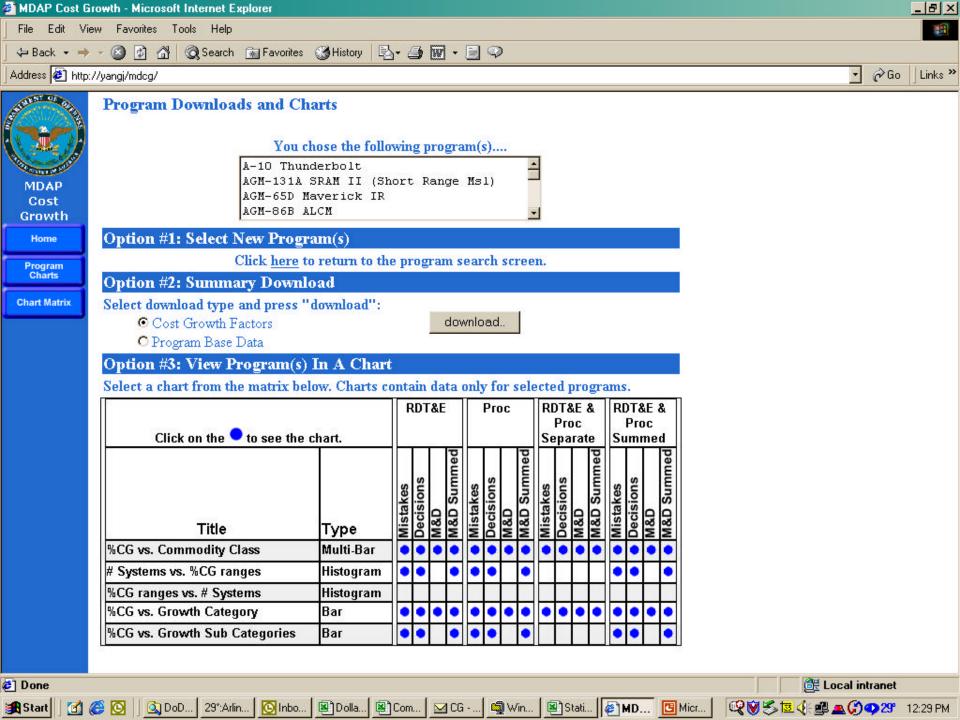
	RDTE PCG	PROC PCG	MilCon PCG	Total PCG
MISTAKES	14.9%	8.8%	0.0%	9.9%
Cost Estimating (Production)	0.0%	7.4%		6.1%
Cost Estimating (Develop./Engrg)	14.7%	0.0%		2.5%
ILS Factors, Spares & Support	2.0%	10.3%		8.9%
Schedule Slips/Management Factors	1.0%	2.1%		1.9%
Escalation Requirements	-4.3%	-6.3%		-6.0%
Other Mistakes	1.5%	-4.7%		-3.6%
DECISIONS	3.8%	21.6%	0.0%	18.5%
Requirements/Configuration/Variants	1.5%	4.3%		3.8%
Schedule/Multiyear/Mngt. Initiatives	2.4%	17.6%		15.0%
ILS Factors, Spares & Support	0.0%	-0.3%		-0.2%
External Prog. Factors (FMS, strikes, etc.)				
Other Decisions				

SAR Pubctn Year	Appropriation	Explanation	SAR Cat.	M_D Cat.	QTY Adj Var
1975	PROC	Program Stretchout	Schedule	dsmmi	1148.9
1974	PROC	Addition of simulators	Support	mils	357.3
1975	PROC	Adjustment (December 1974 and March 1975 SARs are internally inconsistent)	Other	mother	-272.5
1974	PROC	Additional avionics	Engineering	mcep	266.5
1979	PROC	Adjustment for prior year escalation.	Estimating	mescl	-225.7
1981	PROC	Increased Cost due to lower Production rate	Schedule	mssmf	184.7
1979	PROC	Additional ground support equipment, simulator, other training equipment and data.	Support	mils	151.4
1976	PROC	Add Avionics	Engineering	mcep	147.3
1977	PROC	Add inertial navigation system.	Engineering	drcv	135.1
1975	RDTE	Follow-on Development effort	Engineering	mcede	126.7
1977	PROC	Estimating baseline adjustments.	Estimating	mcep	121.3
1982	PROC	Adjustment for prior year escalation.	Estimating	mescl	-112.6
1981	PROC	Reestimate of initial spares	Support	mils	106.2
1980	PROC	Delete Outyear Simulators	Support	dils	-104.0
1974	PROC	Transfer of four RDTE aircraft to procurement account.	Quantity	drcv	79.1
Total			****	****	2109.8

Comment







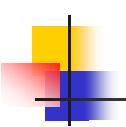


Data Access

- Access policy not established
 - **2-4** months
- Anticipate it will be available to those working in the cost community
 - Those doing their own research
 - Combining results with other studies
 - Access will probably be provided on a case by case basis
- Don't want to see our data in the newspaper with our name on it, "OSD PA&E says ..."

Future

- Website access (2-4 months)
- Ability to select different milestones (~4-months)
- Ability to select different base year (~4-months)
- Documentation (~6 months)
 - This is all we have at the moment
- 2002 SARs and beyond (~6 months)
- Add SAR source data links
- Production rate change research



Contact Information

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